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FINAL SECTION 4(f) STATEMENT  
for  
M 1024(1)  
STATE AVENUE RECONSTRUCTION  
ORCHARD LANE TO SOUTH 27TH STREET  
BILLINGS, MONTANA

Submitted Pursuant to 49 U.S.C. 303

Stephen C. Kelpi  
Montana Department of Highways

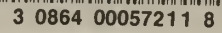
Date December 19, 1986

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Frank S. Allison  
Federal Highway Administration

Date January 26, 1987

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Final section 4(f) statement for M1024(1)



TO ALL INTERESTED GOVERNMENT AGENCIES  
AND  
THE PUBLIC

The following Final Section 4(f) Statement for Project No. M1024(1), State Avenue, Billings is submitted herewith for your review.

It documents the various studies, meetings and coordination that were involved in arriving at a determination that there are no prudent and feasible alternatives to the use of the 4(f) property from the Billings Sugar Plant/Great Western Sugar Plant.

The Final 4(f) Statement has been revised from the Draft 4(f) Statement (issued September, 1986) to reflect comments received from government agencies and the general public.

It is imperative that the Montana Department of Highways be notified immediately of any objections of a substantive nature to this 4(f) Statement. Comments should be submitted to the Montana Department of Highways on or before March 27, 1987. All comments should be sent to:

Stephen C. Kologi, Chief  
Preconstruction Bureau  
Montana Department of Highways  
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Helena, MT 59620

Phone: (406) 444-6242



## TABLE OF CONTENTS

	<u>Page</u>
A. Introduction.....	1
B. Purpose and Requirements.....	1
C. Description of the Proposed Action.....	2
D. Section 4(f) Resources.....	9
E. Impacts on Section 4(f) Resources.....	16
F. Avoidance Alternatives.....	20
G. Measures to Minimize Harm.....	22
H. Coordination.....	22
I. Concluding Statement.....	23

## LIST OF FIGURES

<u>Figure No.</u>	<u>Description</u>	<u>Page</u>
1	Billings Area	4
2	State Avenue Project Map	5
3	Sugar Plant Vicinity Photo	11
4-9	Photos of Sugar Plant Structures	12 - 14
10	Sugar Plant Structure Locations	15
11	R/W Requirements at Riverside Road	17
12	R/W Requirements at Sugar Avenue	18



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## A. INTRODUCTION

This document contains a discussion of areas of 4(f) consideration for the State Avenue reconstruction project in Billings, Yellowstone County, Montana (Project M1024). This separate Section 4(f) Statement is being prepared because the existence of 4(f) property was not known at the time the environmental assessment was prepared. This Final Section 4(f) Statement has been revised from the Draft Section 4(f) Statement to reflect comments received from government agencies and the general public.

## B. PURPOSE AND REQUIREMENTS

Section 4(f) of the 1966 U.S. Department of Transportation Act (49 U.S.C. 303) states that an effort must be made to preserve the natural character of public parks and recreation areas, wildlife and waterfowl refuges, and historic sites that would be affected by roadway construction projects. Section 4(f) requirements are applicable if a proposed roadway project:

- Uses land from a public park, wildlife refuge or recreation area of national, State or local significance.
- Uses land from a historic site of national, State or local significance.

In addition, the requirements of Section 4(f) are stated in 23 CFR Subsection 771.135 as follows:

"No Administration action will use land from a significant publicly owned park, recreation area or wildlife and waterfowl refuge or any significant historic site unless a determination is made that:

- (1) There is no feasible and prudent alternative to the use of land from the property; and
- (2) The proposed action includes all possible planning to minimize harm to the property resulting from such use."

The National Historic Preservation Act of 1966, as amended, established the Advisory Council on Historic Preservation as an independent agency of the United States to advise the President and the Congress on historic preservation matters, recommend measures to coordinate Federal historic preservation activities, and comment on Federal actions affecting properties included on or eligible for inclusion on the National Register of Historic Places. Section 106 of the Act requires the Federal agencies with direct or indirect jurisdiction over a Federal, federally assisted, or federally licensed undertaking afford the council a reasonable opportunity to comment on such undertakings that affect properties eligible for inclusion on the National Register of Historic Places prior to the agency's approval of any such undertaking.

The purpose of the following parts of this Section 4(f) evaluation is to identify potentially affected properties, assess the impacts on each property, and demonstrate that the project complies with the Section 4(f) requirements.

#### C. DESCRIPTION OF THE PROPOSED ACTION

The proposed action is the upgrading of State Avenue in Billings, Montana from Orchard Lane to South 27th Street, a distance of 1.71 miles. The proposed project scope includes reconstruction of State Avenue, a designated minor arterial street in the Billings Area Transportation Plan, to provide increased traffic capacity and an improved roadway surface. Improvements would include curb and gutter, new pavement base

and surfacing, sidewalk on both sides of the street, street lighting, traffic signalization, storm drainage improvements, and other utility adjustments and replacements as needed. Intersection geometrics at existing acute angle intersections will be upgraded. The selected alternative involves widening of the roadway from Station 4+66 (west of Orchard Lane) to Station 16+22 (east of First Avenue South), and total reconstruction to provide a four lane, 48 foot wide pavement from First Avenue South to South 27th Street. This is less than the desirable AASHTO standard width of 51 feet for four lane urban arterials but is acceptable due to the right-of-way limitations and existing development. Traffic signals will be upgraded or new signals installed at Orchard Lane, First Avenue South, Washington Street, and South 27th Street. Existing right-of-way will be adequate in most areas.

The project is located within Yellowstone County and for the most part, within the corporate limits of the City of Billings. The centerline of State Avenue coincides with the Billings City limits at two locations: adjacent to an unplatted parcel west of Van Buren Street; and between Washington Street and Riverside Road. At these locations the south half of the roadway is in Yellowstone County. By neighborhood association, the project is located in Billings' Southside, a term generally connoting that area located south of the Northern Pacific mainline railway tracks and north of the Yellowstone River. Figure 1 delineates the Billings area and Figure 2 shows the project location.

The need for the proposed action was determined through the transportation planning process in Billings. State Avenue is a vital east-west link in the Billings major street network connecting First Avenue South and South 27th Street. It is classified as a minor arterial. The upgrading of State Avenue





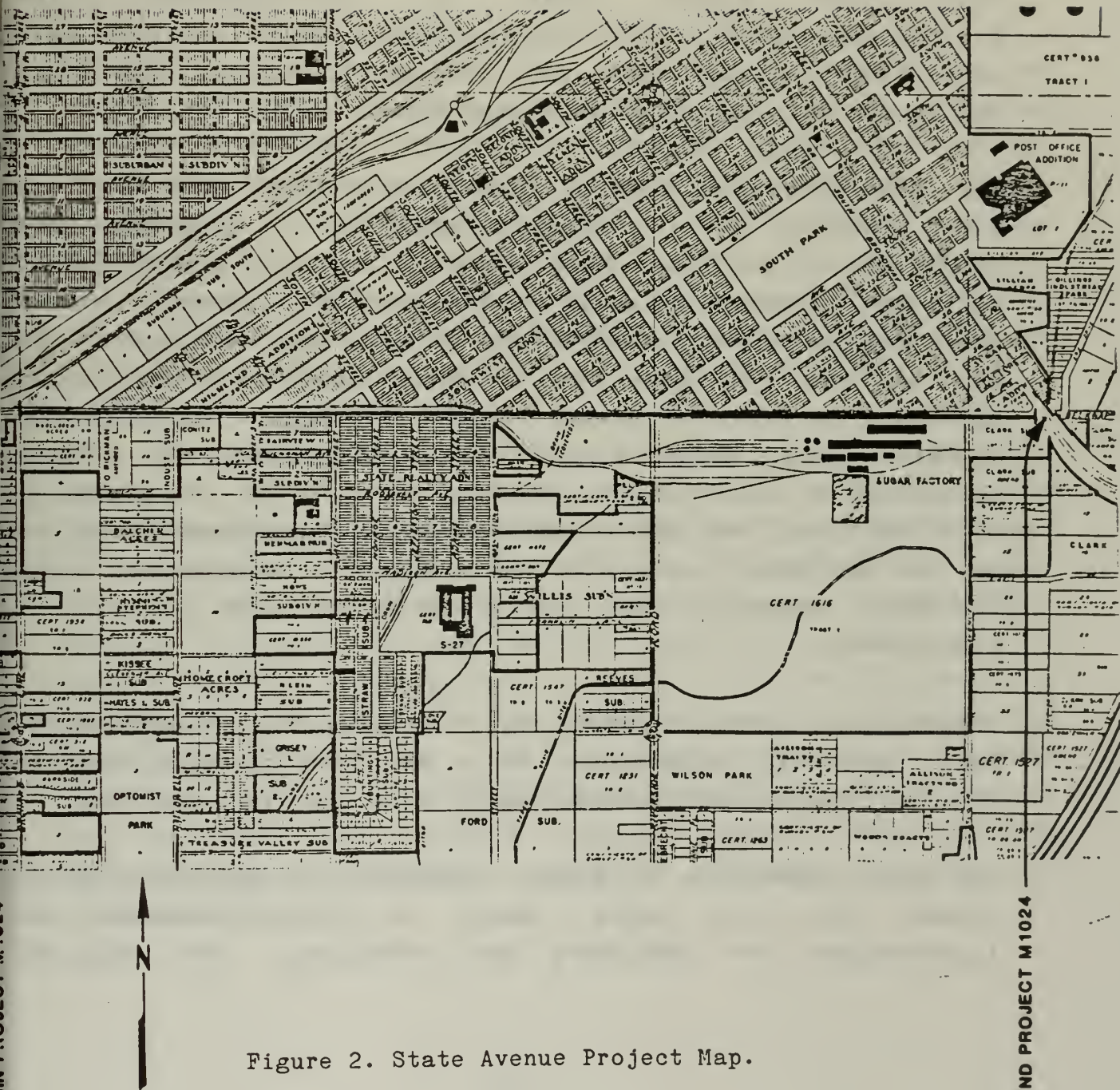


Figure 2. State Avenue Project Map.



is a recommendation of the Billings Area Transportation Improvement Program (TIP) with reconstruction scheduled for fiscal year 1987-88. Acquisition of the additional right-of-way needed for construction is scheduled for fiscal year 1986-87.

Traffic volume counts indicate a 1982 average daily traffic volume of approximately 8,670 vehicles per day (vpd) along State Avenue. Lower volumes are experienced midway along the route with higher counts at the termini. The Billings-Yellowstone City-County Planning Board projects year 2000 traffic volumes of 31,820 vpd west of First Avenue South and 12,050 vpd east of First Avenue South.

The existing roadway east of First Avenue South is a two lane rural section. This existing roadway is in generally poor condition and will not have adequate capacity for projected year 2000 traffic volumes. Area commuters currently travel State Avenue to South 27th Street to reach the Interstate, the CBD and East Billings, or to reach one of several other arterials in order to travel to West Billings. Additionally, traffic along State Avenue is characterized by a high percentage of truck traffic (20% of ADT) due to its proximity with the South 27th Street interchange on Interstate 90 and due to the extensive commercial and industrial development along the State Avenue corridor and in the areas south and west of State Avenue.

Uncontrolled access further restricts efficient traffic flow. While currently inconvenient as a two lane roadway, traffic flow will be improved considerably with a four lane facility.

The poor geometrics of street alignments intersecting State Avenue from the north result in safety hazards and inconvenience to residents and motorists. The original

Billings townsite was referenced to the Northern Pacific Railroad mainline right-of-way which runs approximately parallel to the Yellowstone River in a southwest-northeast direction. Later, streets and avenues south of State Avenue were platted with a N-S, E-W orientation. Consequently, a series of awkward intersections are encountered along State Avenue. This geometry will be improved by realignment of these intersections where feasible. This is proposed as part of the proposed project.

Presently, two school crossings exist along State Avenue for student pedestrian traffic from north of State Avenue attending Orchard Elementary School and Riverside Junior High School. These crossings are at Jackson Street and at Washington Street respectively. Adequate pedestrian crossing gaps are not available at these locations. As traffic volumes increase, this situation will become worse. The proposed upgrading of State Avenue will incorporate provisions to provide adequate safety for school children who must cross State Avenue.

The intersection at State Avenue and Washington Street is a hazardous location due to the intersection geometrics, the presence of the Burlington Northern Railroad sugar factory spur line crossing, and the presence of the pedestrian school crossing at this intersection. The proposed action will include measures to improve the geometrics, capacity, and safety at this intersection by closing the two intersecting streets to the north and by providing traffic signals with pedestrian indications and railroad pre-emption. Some temporary measures have already been taken to close the streets to the north and railroad crossing signals were recently installed at this location. However, additional measures are still needed.

While State Avenue is the attendance boundary for Orchard Elementary School, an optional attendance area exists north of State Avenue. A few children living north of State Avenue do attend Orchard School and must cross State Avenue at Jackson Street. Due to the small number of students who must cross State Avenue at this location, traffic signal control is not planned at this time. However, conduit will be installed at Jackson Street for future signals. A school crossing guard presently assists children who must cross at Jackson Street. This type of crossing protection is felt to be adequate for the near future.

Additional traffic control measures are needed at the east and west project termini to provide capacity for future traffic. Between Orchard Lane and First Avenue South an additional eastbound traffic lane and traffic signal modifications are needed. Additionally, a westbound to northbound right turn lane is needed at First Avenue South. At the intersection of State Avenue and South 27th Street, traffic signals and geometric improvements will be required based on projected traffic volumes and turning movements.

Presently there is no street lighting system along State Avenue east of First Avenue South. Coupled with the narrow roadway and the lack of sidewalks, this situation results in unsafe conditions for motorists and pedestrians alike. Sight distance at intersections may also be affected by the presence of existing fences or hedges. However, existing and all new fences and hedges are subject to the requirements for visibility at intersections contained in the City of Billings zoning ordinance.



#### D. SECTION 4(f) RESOURCES

A Historical Resource Survey of the State Avenue Project area was completed in April 1985 by Heritage Research Center, a historical resource consulting firm from Missoula, Montana.

Heritage Research Center began investigations by requesting a file search for known historic resources from the Montana State Historic Preservation Office (SHPO). The SHPO listed no recorded historical sites in the project area and noted that the project area is outside of the boundaries of the 1981 Historic and Architectural Resource Survey area. Researchers conducted a search of historical literature and materials located at the University of Montana Library and Archives, the Eastern Montana College Library, and the Billings City (Parmly) Library. Records at the Yellowstone County Courthouse were also researched.

An inventory was conducted of affected structures identified as historic (1940 or before) through the use of a 1937 aerial photograph of the City of Billings, tax appraisal forms, and numerous interviews. Descriptions of the structures were written of each structure and photographs taken. Information obtained from the inventory and research sources was analyzed to determine the existence of historic districts and individual structures potentially eligible for listing on the National Register of Historic Places.

The historical resource consultant identified two sites as potentially eligible for listing on the National Register of Historic Places. These were the O.K. Restaurant (Site 24 YL 138) and the Billings Sugar Plant/Great Western Sugar Plant (Site 24 YL 140). Consultation with the State Historic

Preservation Office and the National Park Service has resulted in a determination of eligibility for the Billings Sugar Plant/Great Western Sugar Plant under eligibility criterion "A". The O.K. Restaurant was determined to be not eligible for National Register listing.

The Billings Sugar Plant/Great Western Sugar Plant (Site 24 YL 140) is located on the south side of State Avenue between Riverside Road and Sugar Avenue. The site location is shown on Figure 2. Figure 3 is a 1979 aerial photograph showing the sugar plant vicinity along State Avenue. Figures 4 through 9 are photographs of various major structures at the sugar plant. The locations of structures in the sugar plant complex along State Avenue are detailed in Figure 10. The site boundary includes the factory and associated buildings, molasses tanks and tailings piles to the west, and the pulp silo to the south of the plant. These would be included in the N1/4, NE1/4, Section 10, T1S, R26E, excepting existing dedicated street rights-of-way. The site boundary encompasses an area of approximately 40 acres.

The Billings Sugar Plant was completed in 1906 with production beginning in October. It was Montana's first and largest sugar beet refinery and, at one time, the largest sugar beet refinery in the world. It was Billings chief industry until the modern era and stimulated the growth of the south side of town and increased the ethnic diversity of the town. The Billings Sugar Company was taken over by the Great Western Sugar Company in 1918. In 1985 the Great Western Sugar Company was taken over by the Western Sugar Company, who operates the plant today.

There are no other Section 4(f) resources located within the State Avenue project limits.



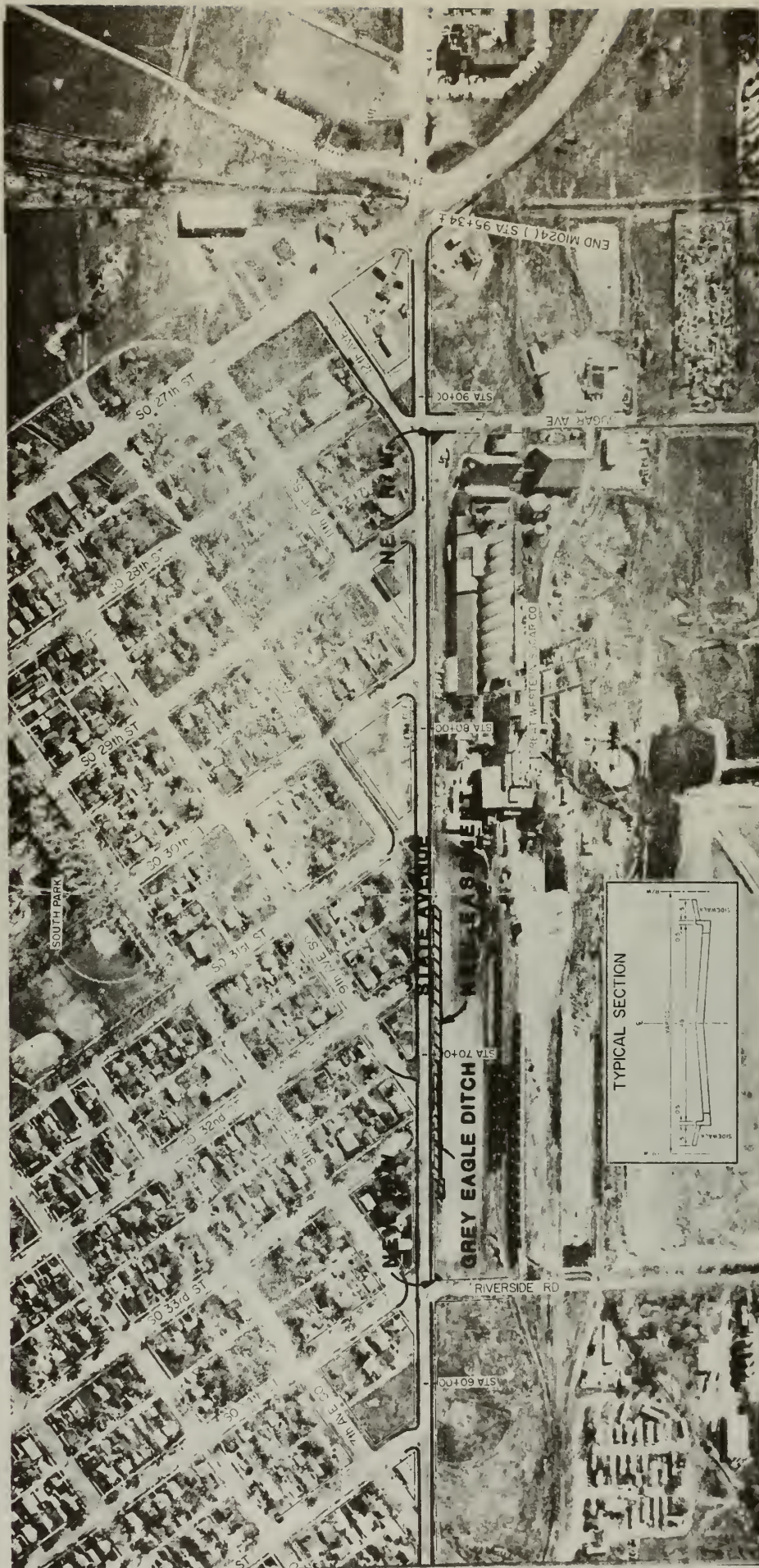


FIGURE 3. HISTORIC SUGAR PLANT VICINITY

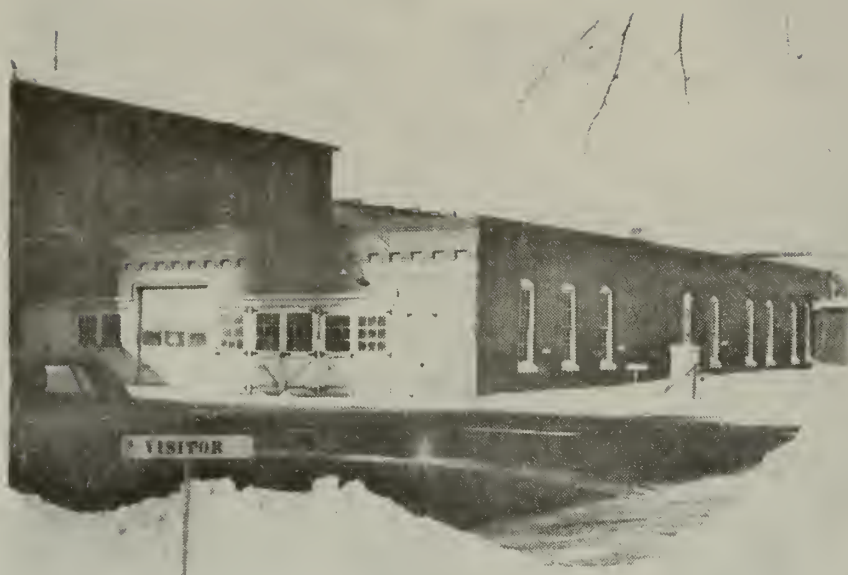


Figure 4. Structure 2 (brick store room/ repair shop),  
looking southwest.



Figure 5. Structure 4 (brick office building),  
looking southwest.



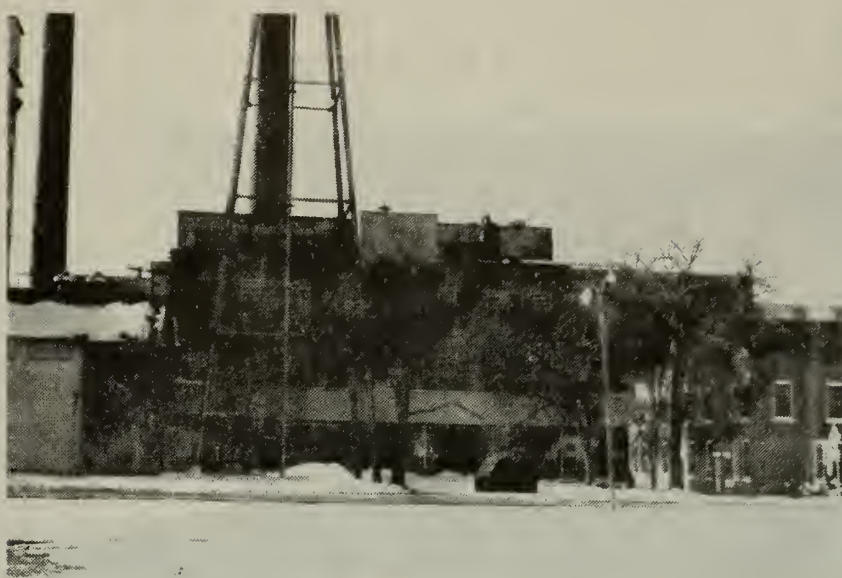


Figure 6. Structure 5 (sugar factory), looking south.



Figure 7. Structure 7 (refined sugar storage building), looking southeast. Base of Structure 6 is in the foreground.

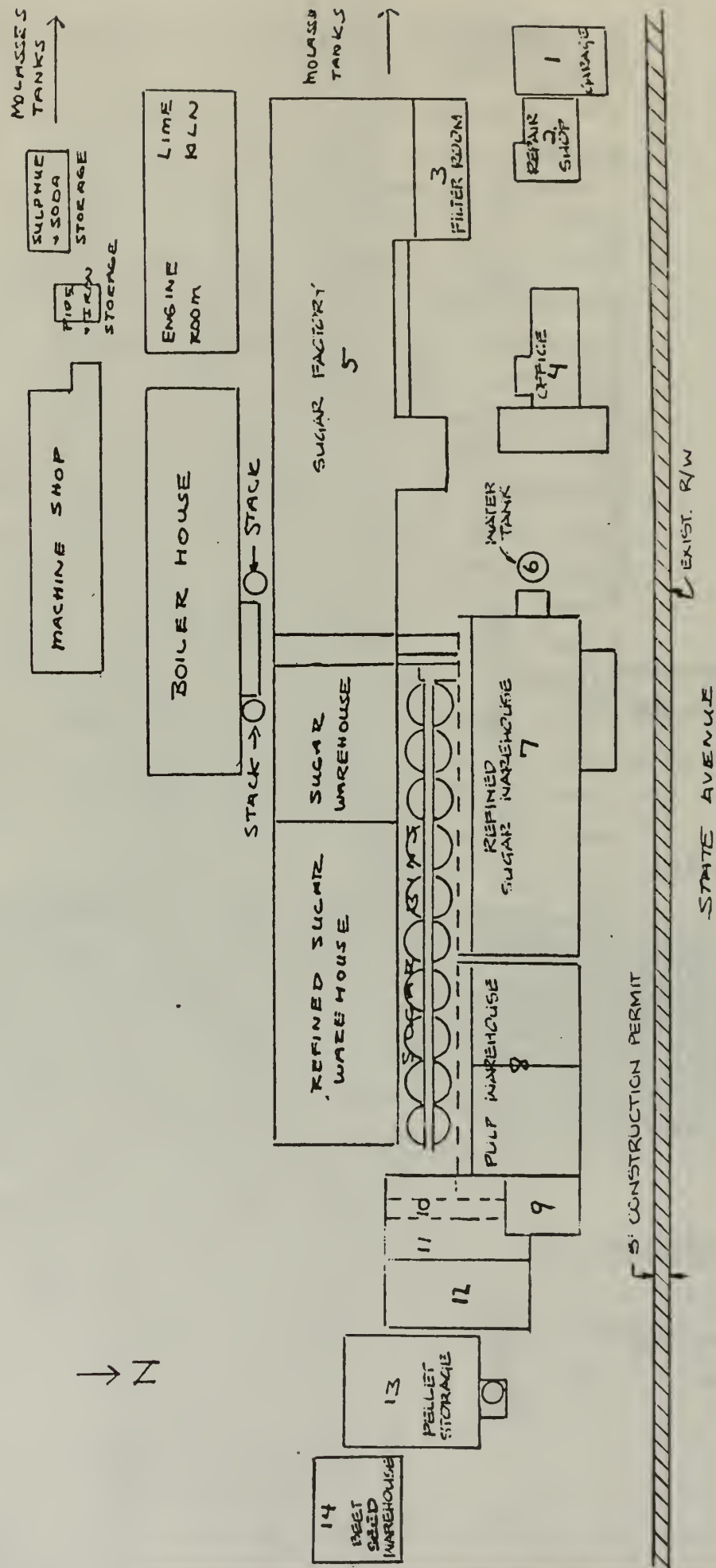


Figure 3. From right to left: Structure 6 (elevated gravity tank), Structure 7 (refined sugar storage warehouse), Structure 8 (pulp warehouse), Structure 9 (cotton seed meal storage), Structure 11 (brick dryer drum building), Structure 12 (dried pulp warehouse). Sugar storage bins and stacks are in the background. Looking southwest.



Figure 9. Structure 14, beet seed warehouse, looking south/southwest.

THE GREAT WESTERN SUGAR CO. PLANT  
N.T.S





#### E. IMPACTS ON SECTION 4(f) RESOURCES

The proposed action will require the construction of a new 48-foot wide, four lane arterial street with five-foot wide sidewalks on each side along State Avenue adjacent to the Sugar Plant site. The back of the sidewalk will be one-half foot from the existing right-of-way line in this area. The intersections at Riverside Road and at Sugar Avenue will be upgraded to provide for safer turning movements by beet hauling vehicles and other heavy commercial vehicles. These intersection improvements will require the acquisition of a small amount of additional right-of-way. At riverside Road, a triangular parcel measuring 20 feet along State Avenue and 20 feet along Riverside Road will be required (See Figure 11). At Sugar Avenue, a triangular parcel measuring 35 feet along State Avenue and 35 feet along Sugar Avenue will be required (See Figure 12). These two triangular parcels constitute the only permanent right-of-way acquisition which will be required as a result of the proposed action. Total right-of-way acquisition will be 813 square feet. None of the historic structures, tanks, or tailings piles will be affected by this right-of-way acquisition.

The existing State Avenue pavement consists of a narrow, two-lane, rural section, with little or no provision for roadside drainage. The proposed pavement section will include curbs and gutters, and grades will be designed to provide positive drainage. Since the new back of sidewalk will be only one-half foot from the right-of-way line, it will be necessary to obtain temporary construction permits to perform minor







SCALE: 1" = 30'

grading operations to transition from the new grade to the existing ground elevation. These temporary construction permits will generally be five feet in width except where minor additional width may be required to match the grade of existing driveways on the site. Temporary construction permit area required will total 8,195 square feet although the actual area of disturbance will be somewhat less.

An old steel pipe rail fence is located adjacent to the right-of-way line in front of the office building for a distance of about 250 feet. Several large trees are located in this same area. Neither the fence nor any of the trees will be disturbed as a result of the construction or minor grading activities. The minor grading activities behind the sidewalk in this area will be performed using hand raking or other methods which will not disturb the fence or trees.

West of the sugar factory complex, the Grey Eagle Irrigation Ditch is located on the south side of State Avenue for a distance of approximately 700 feet. Much of this irrigation ditch encroaches onto the Sugar Plant site. This open irrigation ditch will be replaced with a closed conduit system as part of the State Avenue project. Due to the number of utilities in the State Avenue right-of-way, this irrigation conduit will be located in a permanent easement 20 feet in width, immediately south of and adjacent to the existing right-of-way line for a distance of about 900 feet as shown on Figure 3. The total easement area required will be 18,850 square feet. Since the irrigation conduit will be buried, the only impacts to the Sugar Plant site will result from short term construction activities. These impacts will be minor and will be confined to the raw beet stockpile area west of the sugar factory complex.



An existing overhead power line parallels State Avenue along the south side of the street. This power line is owned and maintained by Montana Power Company. Ten power poles are located immediately adjacent to the sugar factory site between Riverside Road and Sugar Avenue. These power poles will need to be moved south approximately two feet to avoid a conflict with the new sidewalk to be constructed with the proposed project. These poles will be located on the sugar factory property and easements will be required. However, the impact to the historic site will be negligible.

#### F. AVOIDANCE ALTERNATIVES

State Avenue is a vital east-west link in the Billings major street network connecting First Avenue South and South 27th Street. Traffic along State Avenue is characterized by a high percentage of truck traffic due to its proximity with the South 27th Street interchange on Interstate 90 and due to the extensive commercial and industrial development along the State Avenue corridor and in the areas south and west of State Avenue. The area north of State Avenue is primarily a developed residential area. Due to these physical limitations, the only feasible project location is the existing corridor. Therefore, the only alternatives to the minor right-of-way taking, easements, and temporary construction permits on the historic Billings Sugar Plant site would involve realignment, selection of a reduced facility alternative, or selection of the "no build" alternative.

In order to avoid any property involvement from the Sugar Plant site, the roadway alignment of the proposed project would have to be moved to the north between South 35th Street and South 27th Street. This alignment change would require the acquisition of a considerable amount of additional right-of-way

varying from 20 to 35 feet in width on the north side of State Avenue. This alignment change would also require the acquisition and relocation of six residential dwellings, one residential garage, and two commercial businesses. The resulting intersection of State Avenue with Riverside Road, South 34th Street and 8th Avenue South would be extremely dangerous due to the angle and location of the two north-entering streets. Public input on the Draft Environmental Assessment on the State Avenue project has led to the determination that access to these north entering streets should be maintained. based on the extensive amount of additional right-of-way required and the associated residential and commercial relocations, and based on the resulting unsafe intersection geometrics, the realignment of State Avenue is not considered to be a practical alternative.

An improved two-lane facility alternative was considered. However, this alternative would not meet the project design year traffic demands. With a two-lane arterial facility, a stopped or disabled vehicle would totally disrupt traffic flow unless emergency parking lanes were provided. A two-lane facility with parking lanes would require nearly the same total street width as the proposed 48-foot wide, four-lane alternative. Therefore, the impact to the Sugar Plant site with an improved two-lane facility would be essentially the same as with the proposed action.

The "no build" alternative would leave State Avenue in its present condition. The existing facility is a narrow, deteriorating pavement section, generally 24 feet in width. This existing roadway would not have adequate capacity for projected year 2000 traffic volumes. The poor geometrics of street alignments intersecting State Avenue from the north

result in safety hazards and inconvenience to residents and motorists. This condition could be expected to worsen as traffic volumes approach the capacity of the existing roadway.

#### G. MEASURES TO MINIMIZE HARM

Construction of a 48-foot wide pavement, which is less than a full standard design, will minimize the need for additional right-of-way acquisition. Construction activities will be carried out so as not to disturb the steel rail fence or the large trees in front of the sugar factory complex. The construction of the State Avenue project will not affect the qualities for which the Sugar Plant was determined eligible for listing in the National Register of Historic Places. The State Historic Preservation Office (SHPO) has indicated their concurrence with this finding.

#### H. COORDINATION

During the preparation of the Historical Resource Survey the State Historic Preservation Office (SHPO) was consulted for information regarding known historic resources. Numerous interviews were also conducted along with a literature and records search. A copy of the Historical Resource Survey is available for review at the office of the City of Billings, Department of Public Works, 510 North Broadway, Billings, Montana.

Upon completion of the Historical Resource Survey, consultation with the SHPO and the National Park Service led to a determination that the Billings Sugar Plant/Great Western Sugar Plant is the only site along State Avenue which is historically significant and eligible for listing on the National Register



of Historic Places. Coordination comments received from the SHPO indicated their concurrence that the proposed action would not have any effect on this historic site. Copies of pertinent correspondence are included at the end of this document.

The Draft Section 4(f) Statement was distributed on September 25, 1986 to solicit additional input. Copies of comments received are also included at the end of this document. No objections were raised to Section 4(f) approval of this project. Among the comments received was a letter of concurrence from the U.S. Department of the Interior that there are no feasible and prudent alternatives to the use of a portion of the Billings Sugar Plant/Great Western Sugar Plant. The Department of the Interior also agreed that all possible measures for mitigating adverse impacts to 4(f) properties have been incorporated in the project's plans.

#### I. CONCLUDING STATEMENT

Based upon the above considerations, it is determined that there is no feasible and prudent alternative to the use of land from the Billings Sugar Plant/Great Western Sugar Plant and that the proposed action includes all possible planning to minimize harm to the Billings Sugar Plant/Great Western Sugar Plant resulting from such use.

## BIBLIOGRAPHY

Heritage Research Center, "Billings Historical Resource Survey, Rimrock Road and State Avenue Projects, Yellowstone County, Montana." Report Submitted to the Department of Public Works, Billings, Montana. 1985

HKM Associates, "Draft Environmental Assessment, Reconstruction of State Avenue, Billings, Montana, M 1024". 1984

HKM Associates, "Final Environmental Assessment, Reconstruction of State Avenue, Billings, Montana, M 1024". 1986





# MONTANA HISTORICAL SOCIETY

225 NORTH ROBERTS STREET • (406) 444-2694 •

HELENA, MONTANA 59620-9000

June 20, 1985

Stephen C. Kologi, P.E.  
Chief-Preconstruction Bureau  
Montana Department of Highways  
2701 Prospect Avenue  
Helena, MT 59620

RE: M 1024(1) - State Avenue  
M 1002(3) - Rimrock Virginia Lane to 17th Street

Dear Steve:

Thank you for the opportunity to review the historic and architectural inventory work performed by Heritage Research Center for the projects identified above. We assume at this time that you are seeking our comments on the survey effort and the consultants' recommendations regarding National Register eligibility. We anticipate commenting at a later time on the proposed projects and their effects on Register eligible resources when planning or environment review writing is more concrete.

M 1024(1) - State Avenue

We find the inventory field work and research to be generally very thorough and useful in reaching solid assessments of significance. As increasingly requested by the Register, we found that the background research and the site data for individual properties permitted us to review significance decisions in a very clear historic context. We concur with the consultants that the area inventoried for this project does not appear to possess historic district potential. While portions of State Street or sides of State Street contain a high concentration of early houses, many have sustained at least exterior changes and face or neighbor newer industrial and strip development. We do concur also with the consultants' recommendation that 24YL138, the OK Restaurant, and 24YL140, the Billings Sugar Plant/Great Western Sugar Plant appear to individually meet the National Register Criteria of Significance. The Sugar Plant is extremely important in the development of Billings' industrial base and is a distinctive complex of early 20th century industrial architecture. The restaurant appears to qualify under Criterion A also as a distinctive representative of housing associated with and needed for the sugar beet industry in Billings.

I did want to clarify the extent of survey conducted to make sure

NO.	MAIL ROUTE	Attach	Initial
1	30		
✓	31 Reg. Specimen		
	32 Contract Plans		
✓	33 Let. Final Design		
✓	34 Invention		
	35 My Grade		
	36 Marketing Design		
	37 Traffic		
	38 Pub. Hearing		
✓	39 Photogrammetry		
✓	39 Consultant Design		
✓	File		

Mr. Kologi  
Page 2

my reading of maps and narratives was correct: All pre 1940 structures in the project area which faced State Avenue were inventoried except those which are north of the tracks from State to Washington. I also wanted to recommend strongly that if design changes occur which place any part of project activities close to those non-inventoried properties or take portions of yards and landscapes that you consult with us again on the need for inventory in that area.

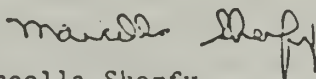
M 1002(3) - Rimrock - Virginia Lane to 17th Street

We again concur with the consultants that the area does not appear to qualify for National Register consideration as a historic district. We concur with them also that 24YL151, the Rimrock School appears to be eligible for listing in the Register. We find it to possess both distinctive architectural style and significant historic community associations. After some additional discussion with Bill Babcock, we concur that no other inventoried properties in this area appear to qualify for listing in the Register. That concurrence rests on Bill's use of conversations with several family members associated with properties in the area and the conclusion from these conversations that the original property occupants did not see themselves as significant in community activities. Also, most of the properties inventoried were constructed on or after 1935 and consideration of eligibility would have to be made in the context of "exceptional significance." Bill again found no evidence that the frameworks to make such a case existed. Hence, existing research does not present a case for eligibility.

Again, to clarify, I read the report as indicating that all pre 1940 structures facing onto Rimrock between Virginia and 17th Street were inventoried with the exception of Rocky Mountain College which lay outside the area of potential environmental impact. Please let us know if that isn't correct so we can make our records accurate.

Please call if you have any questions.

Sincerely,



Marcella Sherfy,  
State Historic Preservation Officer

File: Comp/MDOH



# United States Department of the Interior

NATIONAL PARK SERVICE  
WASHINGTON, D.C. 20240

IN REPLY REFER TO:

46

The Director of the National Park Service is pleased to inform you of our determination pursuant to the National Historic Preservation Act, as amended, and Executive Order 11593 in response to your request for a determination of eligibility for inclusion in the National Register of Historic Places. Our determination appears on the enclosed material.

As you know, your request for our professional judgment constitutes a part of the Federal planning process. We urge that this information be integrated into the National Environmental Policy Act analysis and the analysis required under section 4 (f) of the Department of Transportation Act, if this is a transportation project, to bring about the best possible program decisions.

This determination does not serve in any manner as a veto to uses of property, with or without Federal participation or assistance. The responsibility for program planning concerning properties eligible for the National Register lies with the agency or block grant recipient after the Advisory Council on Historic Preservation has had an opportunity to comment.

We are pleased to be of assistance in the consideration of historic resources in the planning process.

Attachment



THE UNIVERSITY OF CHICAGO  
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1215 EAST 58TH STREET  
CHICAGO, ILL. 60637  
TEL. 773-835-3111  
FAX 773-835-3112  
WWW.CHICAGO.EDU  
WWW.CHICAGO.LIBRARY.EDU



EO. 11593

DETERMINATION OF ELIGIBILITY NOTIFICATION

National Register of Historic Places

National Park Service

Name of property: Billings Sugar Plant/Great Western Sugar Plant

Location: Yellowstone County

State: MT

Request submitted by: DOT/FHWA W.S. Dunbar

Date received: 10/28/85

Additional information received: 11/14/85

Opinion of the State Historic Preservation Officer:

☒ Eligible

☐ Not Eligible

☐ No Response

Comments:

The Secretary of the Interior has determined that this property is:

☒ Eligible

Applicable criteria: A

☐ Not Eligible

Comments:

The Great Western Sugar Company is locally significant for its historical importance to the industrial development and social diversification of Billings during the first third of the twentieth century.

☐ Documentation insufficient

(Please see accompanying sheet explaining additional materials required)

*William B. Bush*  
for Keeper of the National Register

Date: *12/20/85*

# EO. 11593

## DETERMINATION OF ELIGIBILITY NOTIFICATION

National Register of Historic Places

National Park Service

Name of property: O.K. Restaurant

Location: Yellowstone County

State: MT

Request submitted by: DOT/FHWA W.S. Dunbar

Date received: 10/28/85

Additional information received: 11/14/85

### Opinion of the State Historic Preservation Officer:

☒ Eligible

☐ Not Eligible

☐ No Response

Comments:

The Secretary of the Interior has determined that this property is:

☐ Eligible Applicable criteria:

☒ Not Eligible

Comments:

The historical narrative submitted does not adequately document the comparative and thematic context for this property. Yet, the covering of original roofing and siding materials, loss of fenestration pattern on a principle facade, and interior alterations would indicate that the O.K. Restaurant does not retain sufficient visible integrity of materials to be eligible. If additional information and further analysis of the integrity of the building reveals that the property does continue to convey its historical associations with the lifeways of sugar mill workers in the early twentieth century, then the building may be resubmitted for evaluation.

☐ Documentation insufficient

(Please see accompanying sheet explaining additional materials required)

*William B. Bushong*  
for Keeper of the National Register

Date: 12/20/85

# State Historic Preservation Office Montana Historical Society

Mailing Address: 225 North Roberts • Helena, MT 59620-9990

Office Address: 102 Broadway • Helena, MT • (406) 444-7715

January 27, 1986

Stephen C. Kologi, P.E.  
Chief-Preconstruction Bureau  
Montana Department of Highways  
2701 Prospect Avenue  
Helena, MT 59620

RE: M1024(1)  
State Avenue, Billings

Dear Steve:

Thank you for requesting our judgment regarding the effect that the project described will have on the Billings Sugar Plant (24YLL40).

Based on the information provided, we concur with your finding that the proposed project will not effect the qualities for which the Sugar Plant was determined eligible for listing in the National Register of Historic Places. While the project will alter the edges of the Sugar Plant property, in relationship to the scale of the plant, the nature of its existing setting, and kind of historical associations for which we most value the property, the alterations do not appear to effect the site's Register qualities.

Thank you again for checking with us.

Sincerely,

*Marcella Sherfy*

Marcella Sherfy,  
State Historic Preservation Officer

File: Comp/MDOH

Date Recd. Preconst. <i>1/27/86</i>				
Act	Info	MAIL ROUTE	Attach	Initial
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		31 Contract Plans		
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		34 Hydraulic		
		35 Surfacing Design		
		36 Traffic		
		37 Pub. Hearing		
		38 Photogrammetry		
	<input checked="" type="checkbox"/>	39 Consultant Design		
		<i>Marcella Sherfy</i>		
	<input checked="" type="checkbox"/>	File		

# State Historic Preservation Office Montana Historical Society

Mailing Address: 225 North Roberts • Helena, MT 59620-9990  
Office Address: 102 Broadway • Helena, MT • (406) 444-7715

October 6, 1986

Stephen C. Kologi, P.E.  
Chief-Preconstruction Bureau  
Montana Department of Highways  
2701 Prospect Avenue  
Helena, MT 59620

RE: Draft Section 4(f)  
State Avenue Reconstruction M 1024(1)

Dear Steve:

Thank you for the opportunity to comment on the document identified above. The discussion of alternatives appears to be appropriate. We have no further recommendations on effect of project planning.

Sincerely,

*Marcella Sherfy*  
Marcella Sherfy,  
State Historic Preservation Officer

File: Comp/MDOH

Date Recd. Preconst. <i>10/18/86</i>				
Act	Info	MAIL ROUTE	Attach	Initial
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		31 Contract Plans		
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		36 Traffic		
		37 Pub. Hearing		
		38 Photogrammetry		
	<input checked="" type="checkbox"/>	39 Consultant Design		
		<i>Montana</i>		
	<input checked="" type="checkbox"/>			



# Montana Department of Fish, Wildlife & Parks



Helena, Montana 59620  
October 16, 1986

Mr. Steven C. Kologi, P.E.  
Chief, Preconstruction Bureau  
Montana Department of Highways  
2701 Prospect Avenue  
Helena, Montana 59620

Dear Mr. Kologi:

Re: Draft Section 4(f) Statement for M 1024(1)

We have reviewed the Draft Section 4(f) Statement for the above project. We were looking for any Section 6-F violations pertinent to the Land and Water Conservation Fund Act.

The proposed construction work will have no impact on any LWCF projects in Billings. Thank you for your consideration. We appreciate the opportunity to comment.

Sincerely,

*Gretchen Olheiser*

GRETCHEN OLHEISER, Chief  
Project and Planning Bureau  
Parks Division

tr

Date Recd. Processed. <i>10/21/86</i>				
Doc	Info	MAIL ROUTE	Attach	Initial
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		31 Contract Plans		
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		34 Hydraulic		
		35 Surfacing Design		
		36 Traffic		
		37 Pub. Hearing		
		38 Photogrammetry		
	<input checked="" type="checkbox"/>	39 Consultant Design		
		<i>Montana</i>		
	<input checked="" type="checkbox"/>	File		



# United States Department of the Interior

OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240

ER 86/1277

NOV 14 1986

Mr. Roger K. Scott  
Division Administrator  
Federal Highway Administration  
301 South Park, Mail Drawer 10056  
Helena, Montana 59626-0056

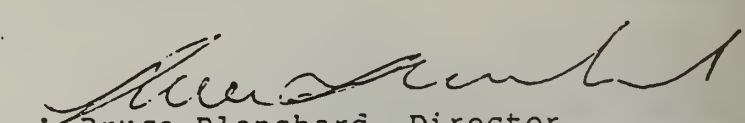
Dear Mr. Scott:

This is in response to the request for the Department of the Interior's review of the draft Section 4(f) statement for the State Avenue Reconstruction, Orchard Lane to South 27th Street, Billings, Yellowstone County, Montana.

We concur that there are no feasible and prudent alternatives to the use of a portion of the Billings Sugar Plant/Great Western Sugar Plant for the proposed upgrading of State Avenue. We also agree that all possible measures for mitigating adverse impacts to 4(f) properties have been incorporated in the project's plans.

The Department of the Interior has no objection to Section 4(f) approval of this project. The opportunity to review this document is greatly appreciated.

Sincerely,

  
Bruce Blanchard, Director  
Environmental Project Review

cc:

Mr. Stephen C. Kologi, P.E.  
Chief, Preconstruction Bureau  
Montana Department of Highways  
2701 Prospect Avenue  
Helena, Montana 59620

Date Recd. Preconst. 11/21/86			
Act	Info	MAIL ROUTE	Attach
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		30 Eng. Specialist	
		31 Contract Plans	
		32 Loc. Road Design	
		33 Environment	
		34 Hydraulic	
		35 Surveying Design	
		36 Traffic	
		37 Road Planning	
		38 Engineering	
		39 Consultant Design	
		<i>Ventura</i>	



